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NEWS AND TRENDS . . .

IN CITY DEVELOPMENT

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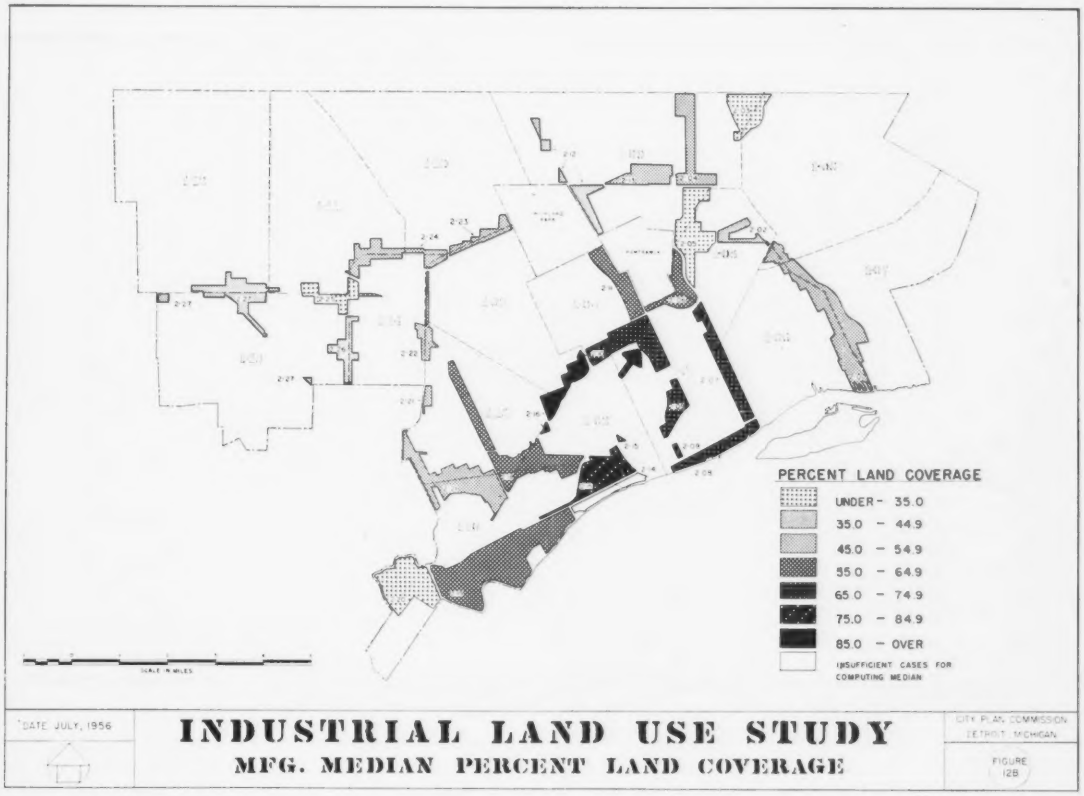
DETROIT

PRESERVING THE INDUSTRIAL BASE OF DETROIT



DETROIT'S INDUSTRIAL CORRIDORS

Over-intensive building coverage makes plan expansion all but impossible and leaves no room for 60,000 badly needed employee parking spaces. Arrow indicates pilot area studied to determine potentialities of redevelopment.

Editor's Note

As cities grow, work opportunities must grow also. Good community planning requires careful balancing of the land and location requirements of residential, commercial, and industrial uses. Balanced growth also eases the problem of securing tax revenues to pay for expanding municipal facilities and services.

Since the end of World War II, American cities have experienced rapid population growth and a substantial cost inflation. These factors have at long last forced more intensive consideration of the economic factors involved in planning and zoning. In many instances,

(*Continued on Page 3*)

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Plan-itorial . . .

A Two Volume Planning Library

What's cooking in the field of land use, real estate and city planning? The answer at the moment can be summed up in the titles of two significant books which have appeared this year on these subjects. The first is "Real Estate and City Planning" by Richard L. Nelson, President, Real Estate Research Corporation, and Frederick T. Aschman, Planning Consultant and former Executive Director of the Chicago Plan Commission. The editors of URBAN LAND think this book makes such a major contribution to a better understanding of the close relationships between these two fields that they have made arrangements with the publishers, Prentice-Hall, Inc., for a special discount price to U.L.I. members. (See enclosures with this issue.)

The second book is "Urban Land Use Planning" by F. Stuart Chapin, Jr., Professor of Planning, University of North Carolina, published by Harper & Brothers, $8.00.

"Real Estate and City Planning" provides a clear and realistic exposé of the respective fields reflected in its title. Starting with an introduction on the common interests of real estate and city planning the authors lead the reader through seven major aspects of the growth and development of urban land and conclude with some advice which should be taken seriously by both fields: "The challenge is clear. If cities are to be in increasing intensity the workshop of the nation and the dwelling place of most of its people, more importance must be attached to the simple virtue of foresight. To many in the real estate field, the great population growth of the future can mean many immediate opportunities. Good planning in a business way can help the Realtor and the builder to capitalize on the expansion of cities, the market changes accompanying population shifts, and the increased dynamics in all phases of real estate activity.

"In the long run, however, all in the real estate field should be deeply concerned with the stability of urban property under the impact of new city growth. How well or how poorly cities perform their functions as workshops and dwelling places will ultimately determine the future of millions of pieces of real estate. The challenge to the Realtor and builder is to support and participate in the kind of practical but imaginative city planning that will encourage and guide orderly growth and redevelopment.

"There is a challenge to the professional city planner, as well, to broaden his understanding beyond grandiose scheming, on the one hand, and narrow and prosaic patchwork, on the other. He must develop a practical working knowledge of real estate economics, and appreciation of social problems, and skill in the functions of government. He must see himself as neither oracle nor miracle-worker, but rather as a tireless collaborator with those who build, maintain, and govern."

We suggest that those in both real estate and city planning will have a better view of their own profession as of the other by having read this book.

"Urban Land Use Planning" is written primarily for the professional planner. Thus the greater part of the book deals with techniques, and ably so. Its most refreshing quality is in the author's avoidance of the usual gobbledegook and its clear and realistic exposition of the determining factors which motivate the use of land, contained in the first four chapters.

We suggest that our readers get both books and read them in the order discussed above.

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WALTER SETON SCHMIDT

It is with the deepest sense of sorrow that we inform our readers of the passing of Walter S. Schmidt on Tuesday, July 16 at his home in Cincinnati. It was just last month that we carried a tribute to him in our editorial column. Our greatest satisfaction at this time is that it appeared before and not after his passing.

It is said that no one is indispensable. This may be, but in the annals of U.L.I., and we are sure in his own community, Walter Schmidt has come very close to disproving this maxim. His long and dedicated service to and interest in the Institute can never be fully measured.

PRESERVING THE INDUSTRIAL BASE OF DETROIT

City Plan Commission Studies Existing Industrial Areas to Determine Deficiencies and Plan Remedial Action

Editor's Note (continued)

public and semi-public groups have been organized for the specific purpose of encouraging job expansion. The usual course is the solicitation of new industries to locate within the community.

Less frequently recognized is the equally important need to retain in the community the industries already there. Industrial plants, like cities, have growth problems. An expanding economy means more sales, a need for greater production space, additional employees, heavier traffic into and out of the plant, and other changes. Too frequently this stepped-up activity must be crowded into an already cramped and intensively-used site in a badly congested area. Efficient production becomes impossible, and the enterprise is forced to move elsewhere.

Detroit is one of the nation's major centers of industrial production. Its City Plan Commission, directed by Charles M. Blessing, is fully aware of the importance of preserving its extensive industrial base. The survey that the Commission is conducting was reviewed at a recent meeting of U.L.I.'s Industrial Council held in that city. The approach taken and the methods used can be studied profitably by every city facing a similar problem.

During World War II Detroit, Michigan, was a major producer of military hardware. At the close of the war, industries located within the city limits found themselves facing serious problems arising from a number of conditions and circumstances:

1. Wartime expansion had depleted the greater part of the vacant land zoned for industry. Many firms which had expanded on existing sites found themselves cramped for space.
2. Many workers had deserted public transportation and were commuting by private automobile. Pressure for off-street parking space was increasing. In many cases, land was not available for this purpose.
3. The increase in traffic volume had slowed down truck movements. Lack of off-street loading docks forced trucks to obstruct streets while loading or unloading at industrial plants.
4. Many industries were located in old, multi-story plants in the face of a developing trend toward more efficient horizontal production lines in one-story buildings.

During the postwar period, all of these handicaps have been intensified. To escape them, a number of industries have moved out of the city.

Cognizant of these conditions and mindful of the fact that industry in Detroit pays a very large proportion of the total tax revenue required for financing local government, the Detroit City Plan Commission has undertaken a program of studies to determine the magnitude of the problem of industrial obsolescence, to designate the areas in greatest need of improvement, and to develop remedial measures. This study program still continues, but the information already secured contributes materially to a better understanding of the situation and to the formulation of remedial measures.

Management Questionnaire

The initial step was to determine in detail what the problems are that now face Detroit's industries, to test the attitudes of industrial management toward present plant locations, and to analyze the reasons for those attitudes. The method adopted was to mail a detailed questionnaire to all industrial firms within the city which employ eight or more persons, using a list furnished by the Michigan Employment Security Commission as a base. A remarkably high response was secured. Of 3,968 forms mailed, 2,579 were returned, covering 65 percent of the firms and 80 percent of all industrial employment.

The information thus developed was analyzed separately for manufacturing and non-manufacturing industries, the latter including such activities as warehousing, transportation services, wholesaling, lumber and building material yards, contracting, bulk petroleum stations, etc. Here are some of the significant results of the Detroit questionnaire:

Attitude Toward Present Site

Frictions of one kind or another affect any economic activity. If grievances accumulate sufficiently the idea that a different location may be more suitable gets increasing attention and credence from management. Ultimately, as conditions deteriorate, definite plans are made to move.

As respects manufacturing industries, it was found that 56.4 percent of the plants answering the questionnaire were satisfied with their present locations: 17.5 percent were dissatisfied but would expect to find suitable accommodations within the city; while 23.1 percent indicated a desire to relocate outside of the city. The latter group employed 50,635 persons. In the non-manufacturing group, corresponding figures were 69.5 percent satisfied; 13.3 percent dissatisfied but city oriented; 12.6 percent, employing 7,737 persons, would prefer to move out.

These figures express desires only. Definite plans to move out of the city had been made by 10.9 percent of all manufacturing industries, employing 11,135 persons, and 9.7 percent of the non-manufacturing industries, employing 5,469. In addition, 97 plants employing 8,809 workers to which questionnaires were sent replied that they had already moved out of Detroit. Major destination points for such moves were suburban communities in the Detroit metropolitan area.

The reasons most often given by management for having definite plans to move out of the city were:

1. The need for more space.
2. A more favorable tax situation (largely personal taxes).
3. Lack of parking.
4. Labor problems.
5. A shift in market.

Plant Buildings

Approximately one of every five plants, manufacturing and non-manufacturing, expressed dissatisfaction with the existing plant size and layout.

The median age of manufacturing plants was 28 years; of non-manufacturing plants, 18 years.

Almost one-third of all plants were of multi-story construction, whereas only one-tenth of the firms desired multi-story plants. Well over 90 percent of the new plants built since World War II have been of the single-story type.

Need for Additional Land

Thirty percent of the manufacturing companies indicated a need for more land. The total amount of additional land desired aggregated 548 acres, an average of 1.7 acres per unit. It is worth noting that 70 percent of the companies wanting additional land could be satisfied with an individual increment of less than 1 acre.

Of the non-manufacturing firms, 33 percent desired more land for an average of 1.3 acres per company, the aggregate amount sought being 335 acres.

Need for off-street parking space was the reason most frequently cited by both manufacturing and non-manufacturing industries desiring site expansion. Other reasons frequently listed included the provision of additional floor space, off-street loading docks, and outdoor storage.

Over-intensive use of industrial land was indicated by the fact that 65 percent of the manufacturing and 50 percent of the non-manufacturing industries occupied buildings covering half or more of the lot area. By comparison, a published U.L.I. study of modern plant construction revealed that eight out of ten new plants in a large representative sample covered less than 35 percent of the site.*

Worker density figures confirmed the conclusion that present industrial use is too intensive. The U.L.I. study showed that six out of ten plants have fewer than 25 major-shift employees per acre. Detroit's figures, however, showed that 75 percent of the manufacturing and 58 percent of the non-manufacturing industries now have a worker density of 40 or more workers per acre.

Transportation Facilities

The strong preference of Detroit workers to travel to work by automobile was demonstrated by the fact that 90 percent of the manufacturing plants, and 95 percent of the non-manufacturing industries, have more than half of their workers commuting by private car. In fact, 58 percent of the non-manufacturing plants had over 90 percent of their workers arriving by this means. A total deficit of 60,000 parking spaces in the industrial areas was reported.

Detroit considers the street and highway system a part of the assembly line. Accurate timing in the deliveries of raw materials and semi-finished goods is needed to keep the assembly lines running efficiently. The extent of this dependence is indicated by the fact that eight out of ten of all industries surveyed utilize truck transportation for more than half of their receipts and shipments into and out of Detroit, while over half of the companies rely on highway transportation for 90 percent or more of such transfers. There is significance, therefore, in the opinion developed that one of each four manufacturing concerns is dissatisfied with the surrounding pattern of streets and traffic.

The information summarized above has been analyzed and developed in detail by the Plan Commission, giving it a definite factual basis for the conclusion that Detroit is in danger of losing more of its industrial base unless steps are taken to correct the deficiencies noted.

Detroit's Industrial Corridors

While the data on management attitudes was being developed, the Plan Commission initiated a second survey to study physical conditions in the city's present industrial areas.

Historically Detroit's industrial development has been concentrated primarily along the railway network serving the city, and secondarily along certain major truck routes, particularly where these are also served by parallel rail facilities. In preparing the Land Use Plan of the city's Master Plan, areas of this type were designated "industrial corridors" and reserved for industrial use. Twenty-seven corridors have been so designated.

There are, of course, some industries now located outside of the industrial corridors. These fall into three groups:

1. Non-conforming to the zoning ordinance.
2. Conforming to the zoning ordinance, but in areas where the Master Plan goals are to eliminate industry.
3. Small, non-nuisance industries which, by special permit, have been allowed into areas zoned for commercial use along strip developments.

An industry located outside of an industrial corridor is prone to suffer from several disadvantages:

1. If located in strip commercial areas, it lacks site depth for proper development.
2. If in areas presently zoned industrial but outside of the corridors, it is not well integrated with other industrial uses, is usually away from good transportation facilities, and is more likely to abut and conflict with residential uses.
3. If non-conforming, it is not allowed to expand without approval by the Zoning Board of Appeals, is usually in the midst of non-compatible uses, and generally lacks good transportation facilities.

Hence it was concluded that only very small industries can operate efficiently if located outside of the industrial corridors.

The second study was undertaken with a five-fold purpose:

1. To provide current information on the amount and relative degree of obsolescence and deterioration in the industrial corridors.
2. To delimit the areas within the industrial corridors most in need of renewal.
3. To provide background information necessary in arriving at the planning problems found within the corridors.
4. To complement the information presented in the management attitude survey.
5. To serve as a key in redefining the industrial corridor designations in the Master Plan, to be undertaken in a future study.

Rating the Corridors

The survey comprised visual inspection of the 27 industrial corridors. In order to complete the field work within a realistic time period without excessive personnel, each block was rated from a moving automobile driven completely around it and, when necessary, into the area. Two raters were used to minimize individual bias. Considerable thought was given to developing rating criteria, and the method was tested on pilot areas before being adopted. In some cases the size of blocks and variations in conditions within it made it necessary to rate subsections of blocks separately.

Ratings were designed to grade two

* Technical Bulletin No. 23—"Space for Industry, Analysis of Site and Location Requirements" 1954.

factors: (1) the physical condition of industrial structures; (2) environmental factors.

Pre-testing indicated that the degree of obsolescence and deterioration of industrial structures could be gauged by observing such visible factors as the condition of walls, foundations, chimneys and other external appendages, materials of construction, building height, and vacancy. Observation of these factors was the basis of a numerical rating varying from 1, satisfactory, to 3, poor physical condition.

Environmental conditions were indicated by symbols affixed to the numerical ratings. These indicated such factors as conflicting land uses, overcrowding of land, poor streets, inadequate parking and off-street loading, and nuisance elements.

The ratings for each block or subblock were then plotted on maps, and contiguous blocks with similar ratings were combined and delimited into areas. To complete the picture, all land within the corridors not in industrial use was shown by type of use. Where the use was housing, the condition of the housing was noted.

This procedure gave a basis for a comparative rating of all the industrial corridors.

It was recognized that any attempts to improve conditions within the industrial corridors would involve both redevelopment and conservation measures, and that in many cases projects could not qualify for Federal aid under the urban renewal program as now constituted.

City-Wide Summary

The 27 industrial corridors were found to contain 15,775 acres, approximately 17½ percent of the city's area. This land is now in use for the following purposes:

Industrial	44	percent
Street & railway rights-of-way	25	"
Housing	17	"
Railroad yards	7	"
Vacant	5	"
Other	2	"

Of the 7,109 acres within the industrial corridors now being used by industry, 840 acres was classed as badly deteriorated. Redevelopment of this land would provide excellent industrial sites. An additional 730 acres was available in land presently vacant.

Housing occupied 2,743 acres within the corridors. Very little of it can be classed "good". Demolition of housing areas classified as ripe for redevelopment would not only eliminate substandard housing, but also would provide an additional 1,750 acres of industrial land.

With intelligent redesigning, the proportion of land used for streets could be cut almost in half, yielding additional land for industrial use.

In general, housing is not a compatible land use within the industrial corridors. Admittedly, it would be difficult to remove any substantial amount of housing not in a condition to warrant redevelopment. As a measure of the ultimate possibility, however, it was calculated that complete transformation of all land within the industrial corridors to industrial use would yield a total of 4,690 acres of additional land for such use.

Pilot Project

The third step taken by the Detroit City Plan Commission was the selection of a pilot acre in one of the industrial corridors for intensive study and redesign as a check on the cost factors, economic benefits, and financial feasibility of redevelopment. (See Illustration)

The Milwaukee Junction area of 240 acres was selected for this purpose. Located about 2 miles north of the central business district, it was chosen because it is well suited for heavy industry, has a concentration of industrial buildings in poor condition and a nucleus of good plants around which a planned industrial district could be built. In addition, it would displace relatively few residents, thus keeping the relocation problem at a minimum.

This pilot area was redesigned to provide the largest possible tracts consistent with the preservation of existing underground utilities, some of which serve large sections of the city, and the provision of rail and street access to each site. The design contemplates predominantly one-story buildings with set-backs, off-street loading facilities, and space for employee parking near each plant. In some cases roof-top parking is specified to add to the available parking area.

By eliminating residential uses and reducing the area now occupied by streets and alleys and for other purposes, the amount of land available to industry in the pilot area would be increased from 126 to 189 acres. With 35 percent land coverage by buildings, it is contemplated that 8,500 off-street parking spaces could be provided while still permitting an increase in building area of 1,263,200 square feet.

Cost and Benefits

On the basis of experience gained with other redevelopment projects in the city, the estimated total cost of redeveloping the pilot area, including land acquisition, demolition, and preparing the land for re-use, would total $15,330,000. If sites can be re-sold at $1.25 per square foot, the net cost of redevelopment would be $6,700,000.

Offsetting this expediture would be an increase in assessment values within the pilot area from the present $24,600,000 to an estimated $86,300,000 when fully developed in accordance with the suggested plan. Annual tax payments to the city would be stepped up from the present $550,000 to $1,930,000, an increase of $1,380,000. Thus the net cost of the project could be amortized in less than five years. Another substantial but indirect return would be an increase in industrial employment within the area of approximately 3,000 persons, which is calculated to increase personal income in the community by some $17,700,000 per year.

These figures are based on a resale price of $1.25 per square foot which is considered a reasonable figure in the light of the present market for industrial land in Detroit. In order to speed up increased tax returns from buildings and personal property, resale at a somewhat lower price might be in the best interests of the city, particularly with respect to larger parcels. Such a course would have only a minor effect upon the amortization period. The Plan Commission is now exploring this subject in detail.

TRUCKS TAKE TO THE AIR

The Keys Co., leasing and management agent, announce an outstanding feature at Northside, a newly-planned regional shopping center to be built at 27th Avenue and 79th Street, Miami, Florida. An overhead truck ramp is the innovation. Delivery trucks roll onto the truckway by an up and a down ramp. From this upper loading area, service corridors reach second floor stock areas. Gravity takes over to help the merchants distribute stock for display. These second floor stock rooms allow efficient use of ground floor space. The upper truckway solves the problem of separating delivery service areas from customer areas in a mall type regional center to be built without basements or truck tunnel.

"PEOPLE BUY HOUSES—LIVE IN HOMES"

by

M. E. Skinner
Vice President & Director of Sales, Union Electric Company, St. Louis

Editor's Note

The provision of adequate electricity has become an increasing important and costly element in today's modern subdivision. In this article Mr. Skinner gives some tips to land developers on proper planning for electric utility service.

The title of this discussion may sound trite but a careful analysis of the difference between houses and homes may offer some pointers to those concerned with land use planning.

What brings a house to life besides the people who live in it? Basically, it is the energy which lights, heats and powers the personal activities of its occupants. Today electricity is the primary source of that energy. Nothing else will suffice for lighting and motors. Even for heating, electricity merits attention over historic fuels. Electricity is truly an essential utility.

Electrical requirements of homes are constantly expanding. Where homes once required about 1 kilovolt ampere of transformer capacity, we now have many on our lines that require from 15 to 25 kva. Not only must new subdivisions provide a network of wires to bring this essential service to each home, but they must be large enough to provide for modern electrical living backed up with adequate transformer capacity, and not too far from a substation which taps the major trunk lines of the utility system.

Today, no subdivision can be considered as being properly planned unless it makes suitable provision for the supply of adequate electrical service to each structure. The same principles apply with respect to other utilities, depending upon their availability. Even if unavailable today, they may become available at a later date. Thus planning should be done with that possibility in mind.

Overhead vs. Underground

It will be sufficient here if we develop the factors that should be considered in laying out extensive residential areas and in providing for their long term electrical requirements.

One of the basic questions is whether distribution shall be accomplished by means of underground cables or overhead circuits. Since utility lines are service facilities, it is obvious that they should be as inconspicuous as possible. Public opinion will always select underground utilities—until they discover the costs that are involved or the inflexibility that is inherent in the underground system. It should be the responsibility of planning agencies and subdividers to understand clearly the differences in the two methods of distribution and make sure that the choice is appropriate to the ultimate character of the area.

Rear Easements

It is, of course, possible to lay out an overhead distribution system that will be inconspicuous and still be able to provide the services expected of it. One of the most obvious methods of accomplishing this objective is to provide rear lot line easements. This locates pole lines where they are the least objectionable from the aesthetic point of view. It also brings the utility wires closest to the load center of the home which is inevitably on the side away from the street. (This is not necessarily the case where kitchens and service front on the street with living areas to the rear. Ed.)

An advantage that is seldom appreciated by the subdivider or the purchaser of a house is the ease by which an overhead distribution system can be expanded. The primary wires whose minimum size is frequently established by mechanical strength requirements usually can carry very much heavier loads than are initially imposed. The basic economics of cost of material vs. cost of installation will impel the installation of primary conductors with current carrying capacity suitable for load growth which can be expected over 5, 10 or 20 years. This being the case, it is only necessary to increase the size of distribution transformers or to intersperse additional transformers between the original locations in order to expand the electrical capacity of the system many times.

Another advantage of the rear lot easement construction is the elimination of the need to trim shade trees along the street. It is still important to keep distribution lines clear of overhanging tree limbs or else the first wind or rain storm is likely to bring branches down on the wires and knock out the service for the whole neighborhood. This system is also the least expensive to install and to maintain—both for the serving utility and for the property owners.

Street Lighting

One essential is frequently overlooked in laying out the easements for such a system and that is provision for street lighting. Obviously, street lights must be on the streets, and with the circuits on the rear lot line provisions must be made to extend the circuit to the lamp standard. A simple way to accomplish this is to provide lateral lot line easements at suitable locations. It is essential that pole locations must be appropriately matched to the future lamp standard locations.

If these arrangements are not properly anticipated, poles for street lighting will provoke the same objections aroused by other distribution lines, or else will require underground circuits with the extremely high capital costs entailed in this method of construction.

High Voltage Lines

Other essential elements of the electrical system, frequently overlooked, are the high voltage lines and substations necessary to provide the requirements of the area. A small individual subdivision may not in itself require a substation within its boundaries but inevitably, when the area is built up with other subdivisions, such a location must be provided along with the through route for the high voltage transmission lines by which power is brought to the substation.

Planning agencies and subdividers can render a great service and assure the future provision of satisfactory utility service if these facilities are planned and located as the subdivision of an area proceeds. In this way, advantage can be taken of the topography to place facilities where they will be least conspicuous. If such locations and easements are planned and recorded when the subdivision platting is filed, land can be selectively priced to reflect the

disadvantages of lots immediately adjacent to such facilities, and purchasers will understand clearly the nature of the essential public utility features when they purchase property.

Costs of Underground

Let's consider the problems which are involved in underground distribution, assuming the economic status of the proposed development can support the higher costs involved. Underground distribution is expensive to the individual property owner because it is common utility practice to require him to provide all conduit and cable on his property, whereas the utility company normally provides the overhead wires to the building adjacent to the meter location. A minor disadvantage should be noted here in that it is awkward and more expensive to provide an outside meter location when underground distribution is used. This means greater costs to the utility when the meter reader must enter the house to read the meter and inconvenience to the household whenever he calls.

There is another element of cost to the property owner. Most utilities require the subdivider who elects underground distribution to provide the conduit system and transformer manholes and frequently part of the cable cost. Such costs may be substantial.

The underground system is inflexible in that it is expensive to increase the size of transformers or cables after the individual parcels of property are sold. No one owner is interested in the necessary costs of such reinforcement although all contribute to its need.

It is true that underground construction is subject to fewer outages than overhead wires exposed to lighting or the hazard of falling tree branches. But when cable failures do occur, the duration of the outage can be extensive due to the difficulty of locating the break and the longer time needed for cable splicing.

While property owners applaud the elimination of tree trimming which is necessary in an overhead system, they bitterly resent digging operations after trees, shrubbery and other landscaping has matured.

In many localities, excellent cooperation already exists between utilities, planning boards and subdividers, while in others the problems may not have become serious. Wherever large volume building is in progress, it will pay to give close attention to these problems and, by anticipating them, contribute satisfaction to the future purchaser of residential property.

The following suggestions are offered:

1. Consult the serving utilities and provide easements in accordance with necessities.
2. Establish with them locations for the necessary substations and routes for transmission circuits as required.
3. If overhead distribution is to be used:
   a) remember that winding roads and curving easements will require more extensive guying than tangent construction.
   b) design to provide convenient points for crossing roads and streets easily and neatly (at right angles wherever possible).
   c) consider future street lighting needs, locate future standards and provide easements to reach them from the rear lot distribution lines.
4. If underground distribution is to be used:
   a) make ample provision for future growth by providing oversized conduit and manholes so that transformer and cable sizes can be increased to meet long term load growth.
   b) cover the full subdivision area before individual lots are sold—otherwise, later purchasers may be confronted with excessive costs. Once control passes from the initial subdivider, it becomes difficult to extend or expand facilities used jointly by a number of individual property owners.
   c) indicate the point at which service will be made available by the utility and the responsibility of the property owner with respect to the individual underground service lateral extending from this point to the building.
5. Whether overhead or underground, subdividers should make provision for the electrical distribution just as they do roads and sewers, and planning authorities should not approve plats until the necessary easements, limitations, and restrictions, are established and clearly indicated on the plat.

U.L.I. TRUSTEES HONORED

Leonard P. Reaume, of Detroit, was honored recently by the International Real Estate Federation at its annual Congress in Wiesbaden, Germany, by becoming the first person from the United States to head the Federation as its President. Mr. Reaume is a Trustee of U.L.I., was Vice President in 1956 and an active member of the Institute's Research Committee. Among five Americans elected to the Federation's Board of Directors was Clarence M. Turley a U.L.I. Trustee, Vice President of the Institute in 1955 and a member of the Executive Group of the Central Business District Council.

Urban Land congratulates both of these gentlemen for the well deserved recognition they have received in the field of international real estate.

FARM CITIES OF CALIFORNIA

Faced with the ever increasing spread of urban growth, which has nowhere been more dramatic than in the Los Angeles area, farmers have borrowed a page from the urban book and are forming incorporated municipalities in order to protect their agricultural economic base. According to *American City Magazine*, three such cities, and in California every incorporated place is a city, have been organized in the past two years. Their principal base is dairy farming as evidenced by their names—Dairy Valley, Dairy Land and Dairy City (now Cypress)—although their agricultural zoning permits a variety of land uses. The three cities lie astride the Los Angeles-Orange County line. Incorporated areas vary from 4 to 8½ square miles and population from 500 to 3,000 persons, with 80,000 cows in Dairy Village alone which, produced an income of over 80 million dollars in 1955.

Preservation of agricultural land is being attempted in all three areas under zoning. In Dairy Valley single family homes on a minimum of 5 acres are permitted with uses limited to agricultural activities specified in the ordinance. Other provisions relate to the type and location of auxiliary uses.

The use of incorporation to gain protection for highly productive agricultural lands lying in the path of metropolitan growth has many intriguing facets in terms of law, fiscal policy, physical pattern and local political relationships. This adventure into the agricultural "municipality" will be watched with interest.

In Print

Northern Virginia Fiscal Survey. Report of Regional Fiscal Survey Group, Northern Virginia Regional Planning and Economic Development Commission, Box 4035, Alexandria. May 1957, five parts, 148 pp. $1.00.

All too infrequently there comes a document over which the editorial staff of ULI can get excited. This is one such instance. Fiscal data, dull as they are to the average person, are usually made duller still in the reports coming out of city hall, court house or the office of a fiscal consultant. Not this one. The data are all there, but presented in a simple, clear and almost entertaining manner. And what's more, the report was done by a citizens' survey group carefully selected from the four urbanized jurisdictions of Northern Virginia: Alexandria, Arlington County, Fairfax County and Falls Church. The only costs to the Planning Commission and the communities were printing and a few incidentals.

The five parts of the report cover the Introduction, Expenditures, Revenues, Intergovernmental Relations, and Debt. The Survey Group didn't stop at reporting but incorporates many significant and far reaching recommendations based on its findings. It didn't hesitate either to point up the deficiencies, as evidenced by the following typical paragraph on leadership taken from the introductory chapter:

"Community leadership is not in oversupply here. Business has been slow to provide much of it and Federal employment (fenced in by both Federal and State restrictions) is not compatible with it. While in some respects this is a metropolitan community of nearly a half million people, in other respects it is still little more than an aggregation of small communities indifferent to the common needs and problems that bind them together and unreconciled to having grown into metropolitan status. The large housing developments with their islands of population and shopping centers, their civic organizations and merchants' associations continue to be preoccupied with, and their viewpoints conditioned by, neighborhood interests. Their stand on local public issues is more often formulated from the narrow viewpoint of their particular neighborhoods than the vantage point of the area as a whole."

But even the best reports fail through subsequent inaction, bickering or apathy. It remains to be seen if the citizens and public officials of the jurisdictions concerned, as well as those at the state level, have the intelligence and foresight necessary to use the blueprint which the report outlines for them so clearly. Other areas throughout the country will find this study worthwhile reading.

Background for Action. Metropolitan St. Louis Survey, 8147 Delmar Blvd., University City 24, Mo. 85 pp., tables, graphs. Feb. 1957.

This is the first of two parts of a survey of Metropolitan St. Louis. Part One is a preliminary report and contains no recommendations, but does lay a foundation for them. The survey was organized by St. Louis and Washington Universities, financed by grants from the Ford Foundation and the McDonnell Aircraft Corp. Charitable Trust.

The survey group made a thorough examination of the local governmental jurisdictions, their services and interrelationships. The survey was undertaken in the belief that the people of St. Louis City and County wish to consider the wisdom of alternative courses of action available under the Missouri Constitution.

The July 1957 recommendations by the survey group promises to be of great interest.

Metropolitan Area Planning. Metropolitan Housing and Planning Council, 69 West Washington Street, Chicago, Ill. 1956. 157 pp., illus., maps, tables. $5.00.

This report is a comprehensive study of the problems facing the Metropolitan Chicago area.

The question raised by the report is—How to cope with the present and future problems arising in the Metropolitan Chicago area as a result of increased population, and the accompanying need for an increase in public services—The conclusion reached is that these problems can be solved only on a regional or metropolitan basis, and not within the numerous individual governmental units existing in, and around the area.

The report suggests that the first step towards effective solutions is to establish a competent Metropolitan Area Planning Commission created by the Illinois and Indiana legislatures with members appointed by local units of government, through their District Planning Councils. The Commission's activities would cover an area of seven counties in Illinois, and three in Indiana. The MAPC idea was adapted from the Detroit Plan.

The study is divided into three main parts—Objectives and Problems; Legislative Drafts; The Carrying Out Phase.

The report considers not only the economic interdependence of the Metropolitan Area, but also the social, legal, governmental and physical problems. In summary, this is a good report detailing a correct step toward solving the complexities of large metropolitan areas.

Urban Government. Benjamin Baker. D. Van Nostrand Company, Inc., Princeton, New Jersey. 1957. 572 pp., charts, tables. $6.50.

This is a useful handbook on the development and present functioning of city government in the United States. The author outlines and criticizes each of the various aspects of municipal government with emphasis upon the historical conditions out of which present day institutions have evolved. For example, various forms of city government are placed in their historical context and evaluated in terms of the present.

The study is inclusive; such problems as the legal status of cities, the conduct of municipal politics, newspapers, racketeering, police, administration, health, education and welfare, and the administration of justice are considered. Not only are the city's internal relationships dealt with, but also its external relationships with the state and its more recently developed ties with the federal government. No discussion of cities today would be complete without coverage of the governmental problems presented by the growth of the metropolitan area and Mr. Baker accordingly presents a critical analysis of both the problems and the solutions thus far attempted.

Mr. Baker's analysis is concise, cogent, and lively. One of the book's chief virtues is that it does not confine itself to mechanics of municipal government, but attempts to reveal the reasons both for the institutions and the manner in which they function.

Articles for Urban Land

Every U.L.I. member is invited to submit manuscripts to be considered by the Editors for possible publication in *Urban Land*. Many times members are actively participating in projects or are concerned with aspects of topics which are of interest mutually to other *Urban Land* members. While no prior guarantee of publication can be granted, each article and its illustrative material will be accorded prompt and thorough consideration.